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# Annual Report




ADMINISTRATIVE  
SERVICES  
DEPARTMENT

HENRY A. SCAGNOLI

DIRECTOR

LAWRENCE W. COSTELLO

ADMINISTRATIVE SECRETARY



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ANNUAL REPORT  
OF THE  
**ADMINISTRATIVE SERVICES DEPARTMENT**

FOR THE YEAR ENDING DECEMBER 31, 1961.

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January 5, 1962.

HON. JOHN F. COLLINS,  
*Mayor of Boston.*

DEAR MR. MAYOR:

In accordance with the provisions of Chapter 3, Section 25, of the Revised Ordinances of 1961, we are pleased to submit herewith the eighth annual report of the Administrative Services Department for the year commencing January 1, 1961, and ended December 31, 1961, concerning the activities of all divisions and units involved, together with comments and observations made with reference to various studies and policies initiated or recommended by the Board in connection with the operation and management of various other city departments.

**ADMINISTRATIVE SERVICES BOARD**

Under the provisions of Chapter 4, Section I, of the Revised Ordinances of 1961, the Administrative Services Department is in charge of a Board, known as the Administrative Services Board, consisting of an officer known as the Director of Administrative Services, who is the Chairman of said Board, an officer known as the Supervisor of Budgets, an officer known as the Supervisor of Personnel, an officer known as the Purchasing Agent, and the Commissioner of Assessing, the City Auditor, and the Collector-Treasurer, *ex officio*.

Under Section 2 of the previously mentioned ordinances, it is the duty of the Board, and more especially

the Director of Administrative Services, to make, under the Mayor, studies and recommendations with respect to the organization, activities, policies, and procedures of all departments, boards, and offices, so that the administration thereof shall be economical and efficient.

The following Board membership changes took place during the year due to resignations, transfers, or promotions:

Appointment of Henry A. Scagnoli, Fire Commissioner at the time, as Director of Administrative Services and Chairman, *vice* John P. McMorrow, who resigned to fill a position as Director of Administrative Management in the Boston Redevelopment Authority—April 20, 1961. Appointment of Robert A. Grimes, Assessor, *vice* Adolph H. Brauneis, who was appointed Associate Commissioner of Assessing—April 28, 1961.

Appointment of Adolph H. Brauneis, Commissioner of Assessing, *vice* Robert A. Grimes, Commissioner of Assessing, who resigned December 11, 1961, to return to private enterprise.

Although the city suffered the loss of one outstanding Board member, due to the resignation of Robert A. Grimes, who held the position of Assessor from April 28, 1961, to December 11, 1961, the appointment to fill this vacancy of Adolph H. Brauneis as the Commissioner of Assessing was a most popular and satisfactory one because of the long and varied experience in the assessing field that Mr. Brauneis has amassed as a career employee in the city service.

During the year the Board met formally on only five separate occasions, although many informal meetings were held on various administrative matters which did not require full attendance and, in the main, concerned problems which were resolved speedily in a businesslike manner without lengthy, unnecessary, prolonged debate and discussion. Formal meetings were held on the following dates at Room 43, City Hall: January 19, February 16, June 22, August 17, November 30.

The number of occasions that informal meetings were held, either with individual or several members of the Board present, were frequent and were called, at times, on the spur of the moment. Therefore, be-

cause of the character of such meetings, accurate records of meetings were not retained. However, many of them resulted in directives or memoranda emanating from various divisions of the department over the signature, in most cases, of the Director.

Only one department heads meeting was recorded (February 28, 1961) for the reason that several other meetings held at Room 43, City Hall, were more or less of an informal nature and matters discussed were either submitted to Mr. Richard Sinnott, Press Secretary, or resulted in the issuance of directives concerning many subjects or issues pertaining to municipal departmental operations, copies of which were forwarded to you during the course of the year. Many of the subjects discussed at informal meetings with Board members and department heads were fully covered in the following directives on the dates specified.

Skeleton Force—Inauguration Day in Washington . . . . .	Jan. 17, '61
1961 Heart Fund . . . . .	Feb. 14, '61
Temporary Help Employment . . . . .	May 1, '61
9.00 A.M. to 5.00 P.M. Work Schedule . . . . .	May 3, '61
News Items . . . . .	May 5, '61
Department Heads Questionnaire . . . . .	May 5, '61
Boston Redevelopment Authority . . . . .	May 16, '61
Recommendations for Compensation Grade Adjustments . . . . .	May 16, '61
Skeleton Force—Monday, May 29, 1961 . . . . .	May 23, '61
Display of the American Flag . . . . .	May 25, '61
Summer Working Hours . . . . .	June 20, '61
Abandoned City Property—Excepting Real Property Department . . . . .	June 22, '61
Skeleton Force—Monday, July 3, 1961 . . . . .	June 27, '61
Mechanical Accounting Equipment . . . . .	July 6, '61
1962 Budget Estimates . . . . .	Aug. 7, '61
Number of Employees Who Are Members of the Military Reserve . . . . .	Aug. 17, '61
Code of Ethics for the City's Officers and Employees . . . . .	Aug. 21, '61
Skeleton Force—Friday, September 1, 1961 . . . . .	Aug. 30, '61
1962 Budget Estimates . . . . .	Aug. 31, '61
New Pre-Employment and Health Medical Program . . . . .	Oct. 4, '61
1961 Budget . . . . .	Oct. 23, '61
Annual Meeting and Election of Directors of the City of Boston Employees Credit Union . . . . .	Oct. 31, '61
1961 Conferama . . . . .	Nov. 2, '61
Skeleton Force—Friday, November 24, 1961 . . . . .	Nov. 21, '61
Snow Coordinating Table . . . . .	Nov. 22, '61
Unmarked City Vehicles . . . . .	Dec. 11, '61
Fleet Maintenance . . . . .	Dec. 12, '61
Directive Re President's Executive Order 10936 . . . . .	Dec. 21, '61
President's Executive Order 10936 . . . . .	Dec. 21, '61
Annual Address of His Honor the Mayor . . . . .	Dec. 26, '61

The previous policy of issuing memoranda was discontinued, as it was felt that designating the title "directive" to all instructional and informational ma-



terial initiated either by the Director or by action of the Board would place more emphasis on the importance of such documents and would tend to eliminate the possibility of associating memoranda between and among departments and divisions of departments with those issued by the Director or Board.

In reviewing the directives listed above, certain subjects or issues are of sufficient import to record specific references herein.

An accelerated program was inaugurated, and is being continued, to improve liaison and coordination between the various city departments and the Administrative Services Department, but more especially between departments and the Director and his immediate assistants. This improved relationship makes for better understanding between departments and the Administrative Services Department, which department was established mainly for the purpose of relieving the Mayor of the many administrative functions and responsibilities which he was obliged to shoulder in the past and to keep city officials abreast of current trends and advances in the field of municipal management.

Studies have been initiated and are being continued under the supervision of the Director in several areas of administration, including accounting and billing procedures and departmental reorganizations, with a view to applying modern methods and techniques to our daily operations. It is believed that the results of these studies will be of tremendous value to the City Government Center Commission in its over-all plans for the erection of a new City Hall.

Possible consolidation of various functions through automation, the possible establishment of a central licensing bureau, facilities for a central storage warehouse, a records management program, a review and study of existing procedural manuals, the feasibility of establishing a central reproduction area in the new City Hall, and many other such studies have been given consideration, some having been already initiated while others are being scheduled for study during the current and future years. In some of these studies we have been fortunate in securing the services of members of your Advisory Committee whose direction, guidance, and advice have been most helpful.

A new Pre-Employment Health Medical Program, which had been under study for several months as a result of Board deliberations and studies, was inaugurated and adopted the latter part of the year and placed under the supervision and direction of the Personnel Division. It was found that because of a lack of uniform regulations throughout the city and county governments in the matter of physical examination prior to employment, the city incurred unnecessary and questionable liabilities under the Workmen's Compensation Act which could have been avoided had stricter adherence to previous rules and regulations been observed. This new procedure should tighten controls over past practices and should ultimately result in a substantial decrease in the number of cases under the Workmen's Compensation Act for which the city, in the past, was obliged to honor requests.

Greater and more systematic controls over the expenditures of all departments were instituted during 1961, and many others are under consideration at the present time. Purchase and service orders are to be scrutinized more thoroughly than has been the policy in the past. Every area where an expenditure is involved is to be checked and rechecked to ascertain whether or not the expenditure is absolutely necessary. Several methods for controlling expenditures shall be placed into effect during the current year as a result of informal meetings held the latter part of 1961 at which the Director, the City Auditor, and the Supervisor of Budgets were present.

On November 16 and 17 the Administrative Division, under the supervision of the Board, conducted its annual "Conferama" at Northeastern University, to which reference is made in more detail under the section headed "Administrative Division."

Under date of August 21 one of the most important directives of the year was issued concerning legislation enacted which established a code of ethics for city officers and employees. As it is your desire and the desire of this Board that all city officers and employees should be constantly on the alert regarding the provisions of this legislation, we are repeating the contents of this directive in this annual report for the benefit of all those concerned who may read the printed copies of this document.

## CODE OF ETHICS FOR THE CITY'S OFFICERS AND EMPLOYEES

This is to call to your attention, and direct you to call to the individual attention of each and every officer and employee in your department, that, as the City of Boston is a political subdivision of the Commonwealth, Chapter 610 of the Acts of 1961 has set forth the following Code of Ethics for the city's officers and employees:

No officer or employee should have any interest, financial or otherwise, direct or indirect, or engage in any business or transaction or professional activity or incur any obligation of any nature, which is in substantial conflict with the proper discharge of his duties in the public interest.

No officer or employee should accept other employment which will impair his independence of judgment in the exercise of his official duties.

No officer or employee should accept employment or engage in any business or professional activity which will require him to disclose confidential information which he has gained by reason of his official position or authority.

No officer or employee should disclose confidential information acquired by him in the course of his official duties nor use such information to further his personal interests.

No officer or employee should use or attempt to use his official position to secure unwarranted privileges or exemptions for himself or others.

No officer or employee should engage in any transaction as representative or agent of the city with any business entity in which he, his spouse, any of his children, or any spouse of any of his children, has a direct or indirect financial interest that might reasonably tend to conflict with the proper discharge of his official duties.

An officer or employee should not by his conduct give reasonable basis for the impression that any person can improperly influence him or unduly enjoy his favor in the performance of his official duties, or that he is unduly affected by the kinship, rank, position, or influence of any party or person.

An officer or employee should abstain from making personal investments in enterprises which he has reason to believe may be directly involved in decisions to be made by him or which will otherwise create substantial conflict between his duty in the public interest and his private interest.

An officer or employee should endeavor to pursue a course of conduct which will not raise suspicion among



the public that he is likely to be engaged in acts that are in violation of his trust.

and that under the charter of the city (St. 1909, c. 486, s. 8), it is unlawful for any officer or employee of the city directly or indirectly to make a contract with the city or with the County of Suffolk, or to receive any commission, discount, bonus, gift, contribution, or reward from or any share in the profits of any person or corporation making or performing such contract, unless such officer or employee immediately upon learning of the existence of such contract or that such contract is proposed shall notify in writing the Mayor, City Council, and Finance Commission of such contract and of the nature of his interest in such contract and shall abstain from doing any official act on behalf of the city in reference thereto; provided, however, that when a contractor with the city or county is a corporation or voluntary association, the ownership of less than five per cent of the stock or shares actually issued shall not be considered as being an interest in the contract within the meaning of this act, and such ownership shall not affect the validity of the contract, unless owner of such stock or shares is also an officer or agent of the corporation or association, or solicits or takes part in the making of the contract.

### ADMINISTRATIVE DIVISION

The operations of this division have been expanding into various and diversified fields of administration, and the number of functions has increased to the extent that it was necessary to transfer the former Chairman of the Mayor's Automotive Advisory Committee from the Traffic Department and to utilize the services of a consultant who is under contract with the City of Boston Government Center Commission to assist in the making of methods and procedures studies of the several city departments scheduled to be housed in the new City Hall.

It might be well to recall here that it was recommended some six years ago — and reference has been made annually to this all-important recommendation — that an Organization and Methods Section be established within this division. However, due to a lack of sufficient space to carry on operations in an efficient manner and the reluctance of department heads to permit the transfer of competent and experienced personnel to this division and, in addition, due to the existence of the White Paper Agreement in recent

years and the no-hire, no-fire policy existing for the past four or five years, original plans failed to materialize. Nevertheless, with a limited number of employees, several important surveys or studies were conducted in addition to the routine functions of the division, the more important of which are listed herewith:

1. Minutes of all formal Administrative Services Board meetings have been compiled and copies supplied to each member.
2. The Sixth Conferama on Municipal Administration was organized and presented at Northeastern University, upon which a report is at present being prepared for publication. This was the first year we assembled for our program an array of outstanding talent from the fields of education, private industry, labor, and state government rather than individuals directly connected with the city government. This also was the first time that our presentations included a projected look into the decade ahead, with the result that the subjects and ideas advanced by the distinguished panelists and moderators were not only well received but will be the basis of much of our future thinking and planning in the everyday operations of our municipal plant.
3. Directives from the Chairman of the Board were composed and distributed throughout city departments and, in certain instances, county offices.
4. The 1960 annual report of the department together with the annual reports of the Public Safety Commission and the Government Center Commission were composed by the Administrative Secretary to the Administrative Services Board; and other departmental annual reports were reviewed by division personnel.
5. Informal meetings with Board members and other city officials, in addition to meetings with representatives of many private, civic, and business organizations, were arranged and conducted.
6. Assistance was rendered to your Advisory Committee in evaluating the operations in the Building Department, which included a staffing study. (This report had not been completed prior to the end of the year but should be concluded and submitted to you within the next few months.)
7. A survey of abandoned city property was also conducted; listings and individual property cards were compiled on all such properties and were submitted

- to the Chairman of the Real Property Board for future action, with a view to placing these properties back on the tax rolls.
8. Assistance was rendered to the Building Division of the Real Property Department in making space studies for the Registry Division of the Health Department and the subsequent relocation of this division from the tenth to the seventh floor of City Hall Annex.
  9. Assistance was rendered to the Government Center Commission from the first of the year to October 11 (and for the previous two years), which included the recording of all minutes of meetings of said commission; assisting in the preparation of contracts; answering correspondence and other related functions; assisting in the procuring of office space and the furnishing and equipping thereof; and the keeping of accounts and records pertaining to expenditures made by said commission.
  10. Space studies and recommendations were made for the relocating and rearranging of office space for the Boston Redevelopment Authority, the Assessing Department, the Boston Public Library, and the Complaints, Budget, Administrative, and Personnel Divisions of this department.
  11. Assistance was rendered to the editor of the *City Record* in the handling of subscriptions and accounting therefor.
  12. Exceptional assistance was rendered to the United Fund Campaign, with an employee of this division assigned as district director for the City Hall District, which was recognized through a testimonial letter directed to you by Joseph T. Connors, Chairman of the General Business Division of the United Fund.
  13. Under date of December 15 a meeting of representatives of city departments was called for the purpose of instituting a Health and Industrial Safety Program which, it is understood, will replace the Mayor's Automotive Advisory Committee. With the renewal of the city's automotive fleet, it is imperative that scientific preventive maintenance practices be installed and rigidly enforced. This should result in a minimum cost for operations with a maximum effort being exerted in the interests of safety, efficiency, and the establishment of a sound guide to our replacement policy in the future. A lecture on fleet maintenance was delivered at a fleet supervisors' class at Northeastern University by the Director of Traffic Safety Education, who presently is employed by this division.
  14. Assistance was rendered to various city officials in the establishment of a program to keep the city clean,

which campaign was inaugurated by you and has shown definite progress since its inception.

15. A detailed report was compiled on operations in the Collecting Division of the Treasury Department; assistance was rendered to the consultant in the compilation of various data from the Assessing Department, Public Works, and Collector-Treasurer's offices for the purpose of evaluating the feasibility of combining billing processing in a standardized and more efficient operation with the use of electronic data-processing equipment.

The above is only a partial list of the various duties and functions performed by this division and indicates clearly the need for a definite increase in the number of permanent administrative analysts who are experienced and qualified to conduct surveys and studies of every character. This would reduce, substantially, the necessity of hiring outside consultants each and every time some administrative function requires study and review. The sooner an Organizations and Methods Section has been established on a permanent basis, the sooner many of the problems of an administrative nature that have been held in abeyance for some time will be resolved.

### BUDGET DIVISION

As you are aware, one of the most important functions of government today, whether it be local or national in scope, is the function of budgeting the money of the taxpayer in such a manner as to comply with his wishes in the rendering of essential services while at the same time providing such services at a minimum cost. This we have endeavored to do. By constant study and surveillance over expenditures in every category, we have been able, in most cases, to tighten our controls and to keep the department head alerted and informed at all times of how his appropriation picture looks and what is expected of him so that he may live within the funds allocated to operate his department on an efficient basis.

We have made definite progress in improving our present operations, but there is much to be done, as is the case in all governmental and private enterprises of the magnitude of a municipal operation similar to that of Boston. In carrying out your wishes to cut the frills and fat from each and every departmental request for funds, we experienced a thankless and chal-



lenging chore but one which we faced with purpose and determination.

Since the introduction of the program or performance budget in Boston some seven years ago, many facets of this new idea in budgeting have been placed into effect, many others have been explored and tested, and those which were found to be feasible and acceptable have been adopted. For obvious reasons, continuous changes and new processes in program budgeting techniques demand and require constant review and study, and this is an ever-present function of the division.

During the past two years, in considering departmental requests for funds, we have concentrated on such factors as:

1. Work programs and the need for same.
2. Amounts expended in the previous year and the results obtained.
3. The relative importance of a department's work compared with the functions of the city as a whole.
4. Possible economies through improved operating methods.

Work programming appears to be the only logical and sound approach to the problem of preparing budget requests. It eliminates a large portion of the guessing from budgetary processes, which was common prior to the advent of the program budget, and it permits a more adequate evaluation of the need for proposed expenditures.

During the current year we intend to inaugurate several new procedures which will further improve our controls over departmental expenditures and which should prove to be an important step towards the eventual control of all moneys expended, whether through appropriations, loans, or otherwise.

In addition to the preparation of the Annual and Supplementary City and County Budgets, for which this division is responsible, budget analysts are assigned, periodically, to assist in various types of surveys which are directly or indirectly connected with budgetary functions. Four such surveys were conducted during the past year and concerned operations in the Assessing, Building, and Hospital Departments and the Printing Section of the Administrative Services Department.



The results of the Assessing Department survey have been placed into effect by ordinance, and the Hospital Department survey has resulted in the inauguration of a Pre-Employment and Health Medical Program, to which reference is made under the Personnel Division writeup. The results of the Building Department and Printing Section surveys are incomplete at the present writing and shall be forwarded to you in due course.

We are hopeful that, as a result of our studies and efforts in the field of budgeting, the elimination of all unnecessary expenditures will become a reality in the not too distant future. Our daily endeavor is to stretch the taxpayer's dollar to the breaking point while supplying and rendering to him the many services which he demands and to which he is entitled.

### PERSONNEL DIVISION

The programs and activities of the Personnel Division have been steadily improved during the year 1961.

Continual personnel problems were resolved involving compensation grade adjustments and establishment of new classification titles in the Compensation and Classification Plans both for the city and the County of Suffolk.

The rules covering payment of overtime were liberalized to the extent of increasing the hourly limitations from \$3 to \$4 (Rule OT-6).

Further reductions in number of employees were effected as follows:

Employees under direct control of Mayor:

	Quota	No. Working
Jan. 1, 1961 . . . .	11,375	10,499
Dec. 31, 1961 . . . .	11,145	10,302
	<hr/> -230	<hr/> -197

County departments:

	Quota	No. Working
Jan. 1, 1961 . . . .	1,192	1,160
Dec. 31, 1961 . . . .	1,190	1,152
	<hr/> -2	<hr/> -8

Miscellaneous departments not under Mayor's control  
(Finance Commission, Licensing Board, Library,  
Police):

	Quota	No. Working
Jan. 1, 1961 . . . .	3,684	3,506
Dec. 31, 1961 . . . .	3,572	3,529
	<hr/> -112	<hr/> +23

These reductions, in addition to those effected during the year 1960, have resulted in an over-all decrease in the number of working personnel of 934 since January 1, 1960.

Procedures have been initiated to continue a rigid control over vacancies as they occur, for the purpose of effecting further reductions in personnel without interference with the essential services of the city.

Effective as of October 10, 1961, a new Pre-Employment and Health Medical Program was inaugurated. This program is conducted under the jurisdiction of the Personnel Division for the purpose of examining applicants for which the city might incur liability under the Workmen's Compensation Act. Employees of the City of Boston and County of Suffolk, except the uniformed forces of the Fire Department and the entire personnel of the Police and School Departments, are examined. In addition, there are a considerable number of examinations of employees upon reinstatement after sick leave and excessive absenteeism. The obvious merits of this program are becoming more apparent from day to day.

Throughout the year there were numerous requests received from municipalities and other agencies for data concerning comparative wage and working conditions. Because of a steady improvement in this field of activities the Personnel Division has been able to furnish statistical information of this type in a more efficient and detailed manner. Cooperation with other agencies has established good relations, and the resultant benefits become apparent when desired information is in turn furnished to our office on request.

### COMPLAINTS DIVISION

On March 13 the Complaints Division moved from the second floor of City Hall to more suitable quarters on the first floor, carrying out your plan to make the facilities of the office more readily available and accessible to the general public. The office is presently located in Room 12, which is just inside the School Street entrance. The increase in the number of people who register complaints in person and who seek information of various character proves that the new location has met with the approval of all concerned.

The aim of the division is to speed up the processing of complaints, to examine and investigate each and every complaint registered, regardless of what agency or individual may be responsible, and to render to the public that service to which they are entitled in much the same manner as obtains in most of our successful private business enterprises throughout the country.

It has been noted during the past year that the number of complaints concerning unclean highways, alleyways, and parks has diminished considerably from previous years due, in large measure, to the antilitter campaign which you inaugurated upon taking office and which has progressed and developed to a point where a larger segment of our citizens has become antilitter conscious. Of course, without the excellent cooperation received from the Building, Health, Police, Public Works, and Real Property Departments, the efforts of this division in adjudicating complaints would have been in vain.

As a result of favorable publicity regarding Boston's present and future, the number of requests for information about our city, due to our high standing in the fields of education, science, medicine, historical background, and last, but not least, our redevelopment program, has increased substantially. There has been a tremendous demand for maps and information about the Freedom Trail, and we have endeavored to honor each and every request although our funds have been very limited. We have been fortunate, however, in securing the cooperation of the state government and many private agencies in the procuring of literature and other advertising material which has been most helpful in the expanding of our tourist trade and the attracting of new capital for investment in our revitalized city.

## PURCHASING DIVISION

There is no better way in which to initiate our report on the activities of this division than to repeat the opening statement of our 1961 annual report covering our activities during your first year of office, viz., "The principal objective of the Purchasing Division is to maintain the best possible value on all supplies, materials, and equipment purchased for its tax dollar."

Thousands of dollars have been saved taxpayers of the City of Boston during the past year through the combined efforts of the personnel of this division. Continuing the "open door" policy has resulted in great savings by exchanges of information received from the many sales representatives who visit the office daily. Time consumed in evaluating and checking new products and material and a willingness to take initiative in the search for full value have resulted in substantial savings to the city. Listed below are a few examples of savings made during the past year:

1. Adjustable steel stools formerly purchased at \$29.90 each were purchased at \$14.28 each.
2. Rectograph paper formerly purchased at \$41.05 per roll was purchased at \$29.20 per roll after investigation and with the cooperation of the using departments.
3. Looseleaf binders with index formerly purchased at \$229.80 were purchased for the sum of \$154.96.
4. Several thousand dollars were saved on uniform cloth this year as a result of opening specifications for equal quality. Example: In 1960 the city paid \$5.96 per yard as compared to price paid in 1961 of \$4.295 per yard.
5. Purchasing of parking meter and traffic posts in the current year resulted in savings of several thousand dollars by means of asking for larger quantity purchases. Example: In 1960, 51-inch posts cost \$2.98; in 1961, price to city was \$1.75. In 1960, 39-inch posts cost the city \$2.89 as compared to the cost in 1961 of \$1.45.
6. In cooperation with Boston City Hospital and suppliers, thousands of dollars were saved by reducing the size of sponges used in the hospital from 4x4 to 4x3.
7. By means of larger quantity purchases substantial savings were achieved. Example: Electrocardiograph paper, of which approximately 1,800 rolls are purchased, was placed under contract at a cost of \$2.10 per roll as compared to a former purchasing price of \$3.50 per roll.



8. By means of direct purchases from manufacturers of drug items, substantial savings resulted. Example: 1960 cost of Sparine, of which approximately 2,000 capsules were purchased, was \$3.15 each; the 1961 price is \$2.83 each.
9. Savings of \$3,000 were realized in readvertising of salt for snow removal as a result of information and investigation after original bid.
10. The new policy of bidding on fresh meats, fruits, and vegetables, which has encouraged a large number of bidders, has resulted in substantial savings by reason of keener competition.
11. Concerning the cost of gasoline, in 1961 the city has received a discount of \$.05025 per gallon, which is by far the best discount obtained in years. The 1960 discount was \$.0350 per gallon. Cost of aintifreeze is \$.08 per gallon less than previous years. Example: 1961 price is \$1.28 per gallon as compared to the 1960 price of \$1.36 per gallon. The change to purchasing compact motor vehicles has also resulted in greater savings to the city.
12. Purchasing roses and tulips from direct importers and growers has resulted in savings of approximately 15 per cent over previous years. Substitution of plastics for clay products, such as flowerpots for Parks and Recreation—equally serviceable for usage—resulted in savings of approximately 35 per cent.
13. Purchasing nuts, bolts, fasteners, etc., direct from manufacturers' agents has resulted in savings of approximately 20 per cent.
14. Bidding sources for paint have been more competitive, with more paint being purchased from manufacturers and distributors, with the result that less quantities were required.
15. Cutdown on quantities and stock and usage of hardware has resulted in over-all savings of approximately 15 per cent.
16. The quantity of lumber purchased has been reduced considerably.

Large sums have been saved by means of taking full advantage of the law which authorizes the Purchasing Agent to reject all bids received at a public opening and award, without further public advertisement, whenever the lowest bidder carelessly files both bids at either Purchasing Division or the Auditor's office rather than one at each office as required by law.

Laundry equipment in excellent condition, which had been at the Dover Street Laundry for some time, was put to good use by transferring it to the Boston



City Hospital and Deer Island. The approximate cost of equipment transferred, if purchased now, would amount to approximately \$32,500. At the present time the Dover Street Laundry is being utilized as a storage location for surplus property — an excellent location.

Over-all statistics with reference to the operation of the division during the past year are most interesting and are represented as follows:

There were 415 contracts executed during the year, the approximate total value of which amounts to \$7,625,000.

We received 13,265 requisitions.

There were 22,780 purchase orders issued.

Total expenditures for the year amounted to \$8,840,000, of which \$3,000,000 represents funds from the equipment loan authorized during the year.

The savings cited and statistics quoted are sufficient to not only justify the fact that the Purchasing Division is an active profit-making agency of the city but that it is a necessary and essential adjunct to the successful operation of any large municipality or establishment.

### OFFICE MACHINE REPAIR UNIT

This division, in its sixth year of operation, has proven its worth not only as a money-saving function in the maintenance and repair of typewriters and other office machines but in the type of service rendered, which has been prompt and efficient at all times. With a minimum of publicity and at a minimum cost, a maximum service has been rendered. A review of 1961 operations discloses the following facts:

1. In addition to regular routine inspections, emergency telephone calls, numbering some 800, were also answered, and typewriters or adding machines serviced within a short period of time after calls had been received.
2. Over 200 machines were condemned and were traded in for new machines. Without expert advice on matters of this nature, costly repairs could have continued for several more years, resulting in no trade-in values at the time purchases of new machines would be mandatory.
3. Some 200 typewriters that became impossible to operate because of damage not serious enough to condemn were overhauled. These machines were placed back in service at a cost far less than the normal \$40 to \$50 per overhaul charged by outside firms.

4. With some 2,400 typewriters alone inspected and serviced, which would have cost in the vicinity of over \$8 to \$10 per inspection in the event the services of an outside firm were utilized, it can readily be seen where the entire cost of operating the unit in 1961 was only in the vicinity of \$10,000, that the operation has been most successful and thoroughly justified.

### PRINTING SECTION

Once again economy — without lowering our printing standards — has been the watchword in the Printing Section during 1961. The cost of operating the plant was approximately \$700,000, which represents the nadir in a gradual reduction during the last four years of almost \$100,000, in spite of increased cost for materials and wage increases as a result, in the main, of agreements between the Union and city officials.

During the year there were five retirements — and, in compliance with your “no hire” policy, three of the positions were not filled.

One of our major productions involved the printing of the Probate Index, a two-volume list of over 1,000 pages, last printed ten years ago, and costing in the vicinity of \$25,000.

Printing of a monthly issue of the *B. P. L. News* for the Library Department, an eight-page two-color job with a 7,500 run, was resumed, after being suspended for two years because of the Library’s lack of funds, and, in the fall, a film catalogue for their Audio-Visual Department, which had not been printed since 1954, was produced.

A new press and camera were purchased to increase efficiency of production in our new Offset Section, which should prove its worth during the current year.

With a gradual reduction in personnel over the past four years and a continuance of our previous policy of handling as much of the city’s printing requirements as possible, it is extremely difficult for us to understand the thinking of those who have been advocating the discontinuance of this all-important function and the substitution therefor of the parceling out of all city printing work to private firms. Regardless of criticism that has been directed towards our plant operations, whether warranted or unwarranted, we believe it is safe to say that the adoption of any such action could only result in substantial increases in our over-all

printing costs, possibly not in the immediate future, but most certainly after the first year of trial.

We have been endeavoring to improve operations during the past two years and shall continue to face such problems that arise, which are peculiar to a printing operation, in a realistic and businesslike manner with a view to increasing production and, if possible, reducing present costs.

### ART COMMISSION

Although the Art Commission is not subject to the supervision or control of this Board, nevertheless, under the provisions of Chapter 4, Section 8, of the Revised Ordinances of 1961, its annual report is incorporated herein.

The members of the Art Commission include the following:

Nelson W. Aldrich, chairman, nominated by the Massachusetts Institute of Technology, term expiring May 1, 1964.

Margaret Fitzhugh Browne, nominated by the Copley Society of Boston, term expiring May 1, 1962.

Alice Maginnis Walsh, nominated by the Museum of Fine Arts, term expiring May 1, 1963.

Marvin Goody, nominated by the Boston Society of Architects, term expiring May 1, 1964.

....., nominated by the Trustees of the Boston Public Library, term expiring May 1, 1966.

David McKibbin, clerk, employed on a part-time basis.

The vacancy which exists on the commission at the present time was due to the death of Mr. Thomas Temple Pond and has not been filled at the writing of this report. We understand, however, that the nomination of the late Mr. Pond's successor was made by the Trustees of the Boston Public Library and awaits your action.

As you are aware, this commission has the custody and care of all works of art owned by the city. No work of art can be accepted by the city, erected, or placed in any public way without the approval of the Art Commission. In addition, it is also responsible for the upkeep of monuments in public squares and the care of existing paintings owned by the city.

The activities of the commissioner for the past year have been more or less limited because of budgetary

limitations and other factors which prevent large expenditures of public funds.

Damages to the Patrick A. Collins monument on Commonwealth avenue at Charlesgate West were recovered by the Law Department in the sum of \$390, the cost of repairs.

The sword from the statue of George Washington in the Public Garden was noted as missing early in June and when the original sword was recovered by the Parks and Recreation Department, it was repaired and replaced. However, about one week after replacement, it was again reported stolen, and this time it seems to have disappeared completely. No replacement has been ordered, in the hope that the original will turn up in time. Over \$900 was spent in replacing and having the cast of a new sword made.

The commission met with the Park Commissioner on September 14, and with the cooperation of the Parks and Recreation Department, which furnished cars, a complete tour of the city-owned monuments was made to inspect and consider measures for having them put in good repair.

We note with pleasure that you have selected three members of the Art Commission, namely, Nelson Aldrich, Mrs. Alice Maginnis Walsh, and David McKibbin, to serve on the Boston Historical Conservation Committee, which committee is delegated with the authority to establish a policy of historic preservation for the city. We are certain that their services will be of inestimable value to the aims and goals of the committee.

The city has been most fortunate in have a commission of this character in existence—a commission of civic-minded citizens who contribute their talents and time in the interests of art. However, it is unfortunate, for obvious reasons, that funds are not available with which to carry out the many recommendations of the commission to restore and beautify our present historical monuments. If we could rely upon some type of grant, either from the federal government or private sources, to subsidize the cost of maintaining, restoring, preserving, and beautifying many of our historical shrines and monuments, it would certainly be a worth-while undertaking and one which would be widely acclaimed not only by the residents of Boston but by the many visitors to our city who have awakened our interest in these valuable possessions which we have been inclined to take for granted for a long period of time.



## SUMMARY

The establishment of the Administrative Services Board and the Administrative Services Department in the latter part of 1953 marked the birth of an important municipal function that was long overdue. Prior to that time, with no specific body delegated to make, under the Mayor, studies and recommendations for the improvement of our daily operations, it was the custom and policy to follow a set routine, established by habit over a long period of years, although many of the operations and procedures were recognized and considered to be obsolete. It was an impossibility for the Mayor, because of the many other duties encumbered upon him by virtue of his office, to devote the time and effort necessary to investigate and modernize the thinking, planning, and programming of the many various municipal functions with which all large cities of the country are familiar. Since the establishment of the Administrative Services Department, which is the key department of the city government, combining as it does the managerial functions of budgeting, purchasing, financing, and the administration of personnel and other departmental procedures, many improvements have been effected in the various fields mentioned. However, there is much more to be done in these areas before we reach the heights to which we aspire. Improvements already effected require constant supervision and control, and further studies are necessary to attain perfection. Many new projects under consideration and which have not been initiated to the present time shall be given priority and as many as possible will be activated and completed during the current year.

We realize that with the advent of a new city within a city in the not too distant future in the area to be occupied by federal and state buildings in addition to a new City Hall, it is imperative that we coordinate our plans as rapidly as possible with those of the Boston Government Center Commission so that the transfer of operations from present locations to the new building will be effected in a smooth and businesslike manner and will incorporate contemplated changes in departmental organization and present methods and procedures of operations. This project alone entails so many areas of exploration and study that the services of consultants and experts in various fields will, of



necessity, be required to assist both this department and the Boston Government Center Commission in the formation of an over-all plan that will include the latest techniques in determining space and equipment requirements; functional relationships between various organizational units; public traffic flow to the units; the possible establishment of a central electronic data-processing area; and other architectural considerations, all of which will contribute to the establishment of one of the most modern and attractive municipal plants yet to be seen in this country or elsewhere.

Administrative planning in the matter of future operations is a necessity in any project that requires architectural planning and, to this end, we will be devoting our energies and concentration during the next two years.

Respectfully submitted:

HENRY A. SCAGNOLI, *Chairman,*  
*Director of Administrative Services*

ADOLPH H. BRAUNEIS, *Commissioner of*  
*Assessing*

MICHAEL A. DESIMONE, *Purchasing Agent*

DUNCAN T. FOLEY, *Supervisor of Personnel*

JAMES E. GILDEA, *Collector-Treasurer*

JOSEPH P. LALLY, *City Auditor*

JOHN T. LEONARD, *Supervisor of Budgets*

LAWRENCE W. COSTELLO,  
*Administrative Secretary*

SECTION II

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ANNUAL REPORT

OF THE

PUBLIC SAFETY COMMISSION

1961

HENRY A. SCAGNOLI,  
*Chairman.*

LAWRENCE W. COSTELLO,  
*Secretary.*

January 5, 1962.

HON. JOHN F. COLLINS,  
*Mayor of Boston.*

DEAR MR. MAYOR:

In accordance with the provisions of Chapter 3, Section 25, of the Revised Ordinances of 1961, we are pleased to submit herewith the eighth annual report of the Public Safety Commission for the year commencing January 1, 1961, and ending December 31, 1961.

This is the second Public Safety Commission annual report that is submitted as part of the Administrative Services Department, all other previous annual reports having been submitted as part of the Building Department annual report.

The chief function of this commission under legislation enacted in 1959 (Chapter 203, Acts of 1959) is to coordinate the work of all departments of the city concerned with public safety to the end that there may be efficient and concerted action by said departments, particularly in times of emergency and/or disaster.

This commission, including the secretary to the commission, serves without compensation and without an appropriation of any character, thereby obviating the necessity of submitting a financial statement in accordance with the provisions of the ordinance.

Under date of March 7, 1961, John P. McMorrow, chairman of the commission, resigned as Director of Administrative Services and chairman of this commission to accept an assignment to the Boston Redevelopment Authority. By virtue of the appointment of Henry A. Scagnoli, who was Fire Commissioner at the time, as Director of Administrative Services under date of April 20, 1961, he became chairman of this commission under the same date. By virtue of the appointment of Thomas J. Griffin, who was Traffic Commissioner at the time, as Fire Commissioner under date of July 13, 1961, we were then joined by a new member to the commission under the same date, namely, Thomas F. Carty, the newly appointed Traffic Commissioner. Under date of August 1, 1961, John G. Pickett, another member of this commission and Director of Civil Defense, retired from the city service. On the same date we were then joined for only a short period of time by Brigadier General Charles W. Sweeney, who was appointed Director of Civil Defense. Under date

of October 1, 1961, General Sweeney was recalled to active duty with the United States Air Force. The Fire Commissioner, Thomas J. Griffin, having been appointed as Acting Director of Civil Defense on the same date, is at present serving in a dual capacity as of December 31, both as Fire Commissioner and Acting Director of Civil Defense.

Under date of March 10, 1961, legislation was enacted (Chapter 194, Acts of 1961, amending Section 1 of Chapter 203 of the Acts of 1959), by adding to the membership of this commission the general manager of the Metropolitan Transit Authority, who joined us on May 10, 1961, the effective date of said legislation. In order to expedite this specific legislation the following communication was forwarded by the secretary under date of February 8, 1961, to Senator Stanley J. Zarod, chairman of the Joint Committee on Cities:

DEAR SENATOR ZAROD:

Pertaining to Senate 134, in which the Public Safety Commission of the City of Boston has a particular interest and which will amend Section 1, Chapter 203, of the Acts of 1959, by including as a member of said commission the general manager of the Metropolitan Transit Authority, I am pleased to set forth the following: This commission, created for the purpose of coordinating the work of all city departments concerned with public safety to the end that there may be efficient and concerted action by said departments, particularly in times of emergency and disaster, meets at least once a month in accordance with the statutory requirement and consists of the Director of Administrative Services, John P. McMorrow, as chairman; the Director of Civil Defense, John G. Pickett; the Health Commissioner, Dr. F. Robert Freckleton; the Police Commissioner, Leo J. Sullivan; the Public Works Commissioner, James W. Haley; the Traffic Commissioner, Thomas J. Griffin; and the Superintendent of Schools, Dr. Frederick J. Gillis.

The need for such a commission was more than apparent during the past year when Boston was visited by three major snowstorms, a hurricane, a tornado scare, and several minor incidents of an emergency nature. In each case, the cooperation of MTA officials and personnel was a necessity and, although they cooperated 100 per cent with this commission, the fact that an official of the MTA was not a member of the commission prompted a request by this Board that an amendment to present legislation be introduced in the General Court to include the general manager of the MTA.

As a Disaster Relief Program is to be established in the very near future, it is imperative, in the interests of coordination and efficiency in operations, that an official representative of the Metropolitan Transit Authority be appointed to this Board.

It is not essential that the General manager be designated as a member, but it is nevertheless preferred by Commission members.

Sincerely yours,

LAWRENCE W. COSTELLO, Secretary.

In accordance with statutory requirements, meetings were held at least monthly during the year 1961 on the following dates and at the following locations:

January 24	Room 43, City Hall
February 21	Room 43, City Hall
March 28	Room 43, City Hall
April 25	Room 43, City Hall
May 16	Room 43, City Hall
June 27	Room 43, City Hall
July 18	Room 43, City Hall
August 8	Room 43, City Hall
September 12	Room 43, City Hall
October 10	Boston Technical High School, Townsend Street, Roxbury
October 24	Civil Defense Headquarters, George Robert White Stadium (Informal)
November 7	House of Correction, Deer Island
December 21	Civil Defense Headquarters, 115 Southampton Street

Although the Committee on Licenses is a subcommittee of the Public Safety Commission, its functions and operations are carried on within the Building Department in accordance with the provisions of Section 2, Chapter 203, of the Acts of 1959, and a report of its activities for the year will be contained in the annual report of the Building Department.

### NATURAL DISASTER RELIEF

After several attempts to establish a workable plan to meet the responsibilities vested with the Board in the matter of public safety associated with natural disasters, a plan was finally developed and tried out during the Christmas snowstorm of 1961 which from all indications proved most successful and which should,



after further trial, be perfected to such an extent as to be a most efficient and feasible operation — one which could very well serve as a sample for other large cities throughout the Commonwealth and country to follow. Although the plan, as established and adopted, is presently known as a "Snow Coordinating Table" with headquarters at the Boston Civil Defense Office, 115 Southamptton Street, Boston, its main purpose is to establish a liaison between all city departments and other agencies in the event of any type of potential natural disaster. Representatives of the following departments have been designated as members at this table: the Public Safety Commission, consisting of Building, Health, Civil Defense, Police, Public Works, School, Traffic, and Fire Departments and MTA; Parks and Recreation Department; Real Property Department, Building Division; and the various public utilities companies servicing the area.

The Deputy Commissioner of the Public Works Department was established as chairman of the "Snow Coordinating Table."

All citizens of Boston were invited to call their emergency problems into Civil Defense in order to facilitate their handling and to provide better service.

The general public have been requested to use the telephone number HI 2-3020 for all calls of this type, and have also been requested to direct to those city departments any activity that is normally associated with them; for instance, the Fire Department for any fire activity, the Police Department for any police activity, including emergency, maternity cases, etc.

The departments listed below will be held responsible for taking the action listed in addition to the above:

**CIVIL DEFENSE:** To supply operators to maintain the telephone lines and to list the name, address, and nature of the call of the person telephoning. Coordinators to take the messages from the telephone operators to the coordinating table.

**TRAFFIC:** To provide transportation that will become necessary. It should be noted here that all members of the Coordinating Table who desire transportation in case the emergency exists during the evening hours or early A.M., should so stipulate when submitting their name, home address, and telephone. The Traffic Department is expected to supply motor pool cars when necessary.

**PUBLIC WORKS DEPARTMENT:** (1) To furnish the necessary public relations representative; (2) to contact all members of the Coordinating Table to advise them when it has become necessary to activate this unit. Through their public relations man to notify all the communications services such as radio, television, and press, when the table has been activated in order that the public may then be invited to call the HI 2-3020 emergency number.

There shall also exist so-called **DIRECT LINES**, which will be open telephone lines from Civil Defense to the Mayor's Office, the Public Works Office at Albany Street, the Police Department Headquarters, and the MTA. Each of these departments shall supply the necessary personnel to maintain the line at Headquarters, as well as the line in their respective headquarters.

We are happy to announce this important step in the establishment of a Natural Disaster Relief Program, many facets of which can be applied to other types of disasters in addition to snow removal, including hurricanes, tornadoes, floods, etc.

In connection with disasters that might occur as the result of an enemy attack, this commission, in conjunction with federal, state and local civil defense agencies, is cooperating to the fullest extent and coordinating its plans with those being formulated and amended by these agencies. In this category is the fallout shelter program which has been accelerated by President Kennedy and the various federal and state agencies involved. We are hopeful that before the end of this year more complete and definite plans will be available for the protection of the public in the event of an enemy attack.

### **DEMOLITION**

Although demolition has been more or less identified during the past year, through newspaper publicity, as being solely an urban renewal function, nevertheless, in the matter of public safety, both the Building and Health Departments have been on the alert and have been condemning and demolishing buildings which were found to be unsafe structurally or unfit for human habitation.

Under Building Department jurisdiction, a total of 170 structures were razed during the past year at

a cost of \$144,453, while 20 structures required repairs at a cost of \$24,826. A total of 16 additional structures, although condemned during the latter part of the year, will not actually be demolished until this year.

Under the Health Department jurisdiction, a total of twenty nine structures were razed during the past year at a cost of \$25,712.

Although it is common knowledge that the Building Commissioner has the authority to condemn structures, the question is being razed constantly as to the authority of the Health Department to condemn and order structures demolished, even though the statutory authority has been in existence for a long period of time. We are therefore incorporating herein the statutory authority for such action or actions by the Health Department.

ACTS OF 1941 — CHAPTER 446, SECTIONS 1 AND 2.  
AN ACT RELATIVE TO THE EXPENSE OF THE REMOVAL OF  
CERTAIN BUILDINGS OR PARTS THEREOF BY THE HEALTH  
COMMISSIONER OF THE CITY OF BOSTON.

*Be it enacted, etc., as follows:*

SECTION 1. Chapter two hundred and nineteen of the Acts of eighteen hundred and ninety-seven is hereby amended by striking out section one, as amended, and inserting in place thereof the following section;

SECTION 1. Whenever the health commissioner of the City of Boston shall be of opinion that any building or any part thereof in said city is infected with contagious disease, or by reason of want of repair has become dangerous to life, or is unfit for use because of defects in drainage, plumbing, ventilation, or in the construction of the same, or because of the existence of a nuisance on the premises which is likely to cause sickness among its occupants, said commissioner may issue an order requiring all persons therein to vacate or cease to use such building or part thereof stated in the order, for reasons to be stated therein as aforesaid. Said commissioner shall cause said order to be affixed conspicuously to the building or part thereof, and to be personally served on the owner, lessee, agent, occupant or any person having the charge or care thereof; if the owner, lessee or agent cannot be found in the said city, or does not reside therein, or evades or resists service, then said order may be served by depositing a copy thereof in the post office of said city, postpaid and properly inclosed and addressed to such owner, lessee or agent at his last known place of business or residence. Such building or part thereof shall be vacated within ten days after said

order shall have been posted and mailed as aforesaid, or within such shorter time, not less than forty-eight hours, as in said order may be specified, and said building shall be no longer used; but whenever said commissioner shall become satisfied that the danger from said building or part thereof has ceased to exist, or that said building has been repaired so as to be habitable, he may revoke said order. Whenever in the opinion of said commissioner any building or part thereof in said city is because of age, infection with contagious disease, defects in drainage, plumbing or ventilation, or because of the existence of a nuisance on the premises which is likely to cause sickness among its occupants, or among the occupants of other property in said city, or because it makes other buildings in said vicinity unfit for human habitation or dangerous or injurious to health or because it prevents proper measures from being carried into effect for remedying any nuisance injurious to health, or other sanitary evils in respect of such other buildings, so unfit for human habitation that the evils in or caused by said building cannot be remedied by repairs or in any other way except by the destruction of said building or of any portion of the same, said commissioner may order the same or any part thereof to be removed; and if said building is not removed in accordance with said order said commissioner shall remove the same.

SECTION 2. Said chapter two hundred and nineteen is hereby further amended by striking out section two and inserting in place thereof the following section:

SECTION 2. A claim for the expense incurred by the health commissioner of the city of Boston under section one shall constitute a debt due the city upon the completion of the work and the rendering to the owner of an account therefor, and shall be recoverable from the owner in an action of contract. Said debt, together with interest thereon at the rate of six per cent per annum from the date upon which said debt became due, shall constitute a lien upon the real estate on or relative to which the expense was incurred, as hereinafter provided. Such lien shall take effect upon filing, within ninety days after the debt became due, for record in the registry of deeds for Suffolk county, or, in the case of registered land, with the assistant recorder for the Suffolk registry district of the land court, of a statement of the claim, signed by said commissioner, setting forth the amount claimed without interest. Such lien shall continue for two years from the first day of October next following the date of filing said statement. Such lien may be dissolved by filing for record in such registry of deeds or with said assistant recorder, as the case may be, a certificate from the collector of taxes that the debt for which such lien attached, together with interest and



costs thereon, has been paid or legally abated. The collector shall have the same powers and be subject to the same duties with respect to such claim as in the case of the annual taxes upon real estate, and the provisions of law relative to the collection of such annual taxes, the sale or taking of land for the non-payment thereof, and the redemption of land so sold or taken shall apply.

The owner of the real estate to which a lien has attached, as provided in the preceding paragraph, within ninety days after the statement of said lien was filed in the registry of deeds or with said assistant recorder, as the case may be, may apply in writing to said commissioner for a hearing and such hearing, after due notice, shall be given by said commissioner within a reasonable time thereafter. Said commissioner, if he is satisfied after said hearing that the amount of the claim is more than the amount actually expended to remove the building or part thereof, may reduce the amount of the claim to the amount so actually expended. If the owner of said premises is aggrieved by any decision of said commissioner under authority of this section he may, within thirty days after notice of said decision has been mailed to him, appeal to the municipal court of the city of Boston, which shall hear and finally establish the amount of claim.

SECTION 3. This act shall take effect upon its passage.

*Approved July 10, 1941.*

### DATA PROCESSING

This is the first year that IBM cards were prepared and utilized by the Police Department to list vacant and uninhabited buildings and structures without street number designations found throughout the city. This work was performed during the 1961 police listing, and copies of such lists were made available to the Building Commissioner. The cooperation of the Police Department in gathering these statistics resulted in the establishment of an accurate and up-to-date list of properties throughout the city whose owners were failing to comply with the provisions of Chapter 29, Section 92, of the Revised Ordinances of 1961, which reads as follows:

"No person shall neglect or refuse to affix to or inscribe on any building owned by him the street number assigned to such building by the Building Commissioner; nor shall any person affix to or inscribe on or suffer to remain on any building owned or occupied by him a street number other than the one assigned to such building by the Building Commissioner."

It also provided the Building Department with a current list of properties which were vacant or uninhabited as of January, 1961, which list should have been valuable to not only the Building and Health Commissioners in their demolition programs but equally as valuable to the Assessing, Fire, and Real Property Departments as well.

As the Police Department had not been informed prior to the listing of residents this year as to the need of such information on an annual basis, it was decided to drop the function this year or until such time as it is deemed necessary to review these particular areas again. It is apparent that, regardless of the value or need of this information on an annual basis, substantial savings were nevertheless realized by this method of compiling statistical information in the fields explored. As the IBM system at Police Headquarters expands and develops, it should be a simple matter in the future to make city-wide observations of specific programs, either under statutory compliance or otherwise, during the course of the annual police listing.

As several of the departments, in addition to the Police Department, represented on this commission are closely associated and concerned with matters of a statistical nature, all of which pertain, directly or indirectly, to public health or safety, it is encouraging to learn that as a result of studies presently being conducted by the City of Boston Government Center Commission, data-processing equipment will be available to all such departments when the new City Hall becomes a reality. The procurement and retention of statistical data on a current basis can do much in correcting existing conditions in the fields of public health and public safety at the earliest possible moment after such conditions are brought to our attention and at a minimum of effort and expense. It is our aim to follow this trend and continue to improve our operations in accordance with sound and up-to-date business practices.

### SCHOOL FIRE ALARMS

During the early summer, the American Service Company disclosed that it had found that the fire alarm systems in the Boston schools were not up to par and claimed that this was due to the fact that

periodic inspections of fire alarm stations in the schools were being neglected. After your attention had been directed to this condition, which is and has been the responsibility of the Board of Commissioners of School Buildings for a great many years, you authorized said Board to enter into a contract with the American Service Company to inspect and place in working order all fire alarm systems in the public schools. It was feared at the time that in the event defective fire alarm stations were not corrected during the summer months the opening of certain schools in September would have to be postponed. However, the work was completed in sufficient time for pupils to return to school on scheduled opening dates.

On July 17, 1961, the School Committee voted to recommend for your consideration that the responsibility for inspecting the fire alarm systems be taken from the School Buildings Department and transferred to the Fire Department. Under date of November 2, 1961, the Board of Commissioners of School Buildings voted that the Superintendent of Construction of the Department of School Buildings be directed to request you to take whatever steps, legal or otherwise, were necessary to have the inspection, testing, and keeping in good order of the fire alarm systems in the Boston schools taken over by the Fire Department.

Although objections to the above proposal have been voiced by the Fire Commissioner, who claims that the Fire Alarm Division of his department is fulfilling its responsibilities to the Boston School Department with the constant supervision, maintenance, and repairs of the city fire alarm cables and test points and by the reception of alarms from and the dispatch of apparatus to any incident which may arise that would warrant attention and service, the matter has not been resolved to the present time.

The question of legal jurisdiction and possible transfer of such jurisdiction is presently being explored by the Law Department at the request of the chairman of this commission. The Fire Commissioner is of the opinion that if the Department of School Buildings were to review the entire situation with the realization in mind that the protection of their property is an integral part of their departmental responsibilities and duties, they could withdraw or revamp their

proposal and come to an equitable solution with their present personnel.

This commission intends to take every precaution for the protection of the lives of our school children, and as soon as some of the legal obstacles have been resolved, definite recommendations will be submitted to you for your consideration.

### AIR POLLUTION

The subject of air pollution came up for discussion on several occasions during the year as a result of complaints registered against open dump fires, more especially along the South Bay or Fort Point Channel, and the auto-burning locations along the Southeast Expressway in Roxbury and Dorchester.

Although it has been the consensus of the commission that the need for the creation or establishment of a municipally controlled air pollution agency was not pressing or advisable at the present time, the commission has been of the opinion, however, that federal and state agencies should increase their jurisdiction and responsibilities through an expansion of activities and an increase in personnel and appropriations which, in either case, may require further legislation.

The State Department of Public Health is well aware of the conditions that exist in certain sections of our city and, provided they receive the funds and personnel to expand their operations, this commission is confident that the problem will be solved to the satisfaction of all concerned. With Boston entering an era of revitalization, with new buildings and new surroundings contributing to the "New Look" within the next two or three years, it is imperative that the field of pollution control be explored from every angle and a program of operation instituted that will guarantee not only maximum control but will prevent a recurrence or continuance of offenders in the Boston area in the future. If the federal and state agencies find it impossible to cope satisfactorily with the situation, it will then be the duty and obligation of this commission to make definite recommendations for the establishment of a municipal pollution control agency, possibly under the jurisdiction of the Health Commissioner.

The most elaborate setup of a locally controlled air pollution agency is in Los Angeles. The Los Angeles



County Air Pollution Control District was established in 1947 to carry out a comprehensive regulatory, enforcement, and research program. It forbids the installation of pollution-producing equipment without a permit and requires approval of an official before it is put into operation. Trained inspectors have authority to enter factories and stop the operation of equipment in violation of regulations. Mechanical monitors automatically take air samples over the city day and night. When pollution levels approach the danger point, an emergency warning system goes into action. Key industrial plants are required to have emergency radios to receive shut-down orders, and the entire enforcement staff of the area as well as communications media are alerted by direct telephone, teletype, and radio broadcasts. The district maintains staff scientists for continuing research, which now centers largely on the auto exhaust problem which is most prevalent in this area.

Los Angeles County banned the use of backyard incinerators in 1957. The Los Angeles Board of Supervisors in 1958 approved a rule making mandatory the use of natural gas instead of fuel oil for industrial combustion during periods of intense air pollution.

New York City created a department of air pollution control in 1952 to make rules governing air pollution, including requirements for the construction, alteration, and conversion of pollutant-producing equipment. The city has instituted a licensing system and armed itself with authority to shut down equipment operating without a permit.

We cannot risk the possibility of having our building and rebuilding program halted or retarded by failing to accept our responsibilities and failing to recognize the offenses created by smoke emanating from dump fires and open burning for salvage purposes, such as is done in junk yards and auto-body reclaiming yards in the areas to which reference was made previously.

### TRAFFIC SAFETY

During 1961 a street and traffic management study was conducted and completed at your request. Members of this commission who cooperated with the staff of the Automotive Safety Foundation in making this study were Henry A. Scagnoli, the chairman;

Thomas J. Griffin, the previous Traffic Commissioner, and presently Fire Commissioner; Thomas F. Carty, the present Traffic Commissioner; John V. Bonner, legal advisor to the Police Commissioner, who represents the Commissioner on this commission; and James W. Haley, the Public Works Commissioner.

The results of the above study in printed brochure form were submitted to you under date of September 28, 1961. In reviewing this report, entitled, "Better Street Traffic Management for Boston," certain facts and definite recommendations concerning traffic safety have been noted, more especially the following:

Thousands of persons who live in suburbia, but who work, shop, and transact other business in the central city have chosen the private vehicle as their means of transportation, either by preference or through necessity. This means more traffic, both within the city and without, and a greater demand for parking space. As increased travel means higher exposure to accidents, the need for greater attention to traffic safety also is underscored.

The second of Boston's broad needs is for better traffic circulation within the city itself, including an adequate system for collecting and distributing freeway traffic, more parking and terminal facilities, and increased attention to safety.

Strengthened traffic management can begin to produce benefits to Boston almost immediately. There are many urgently needed improvements on which work can be started soon. At the same time it must be recognized that orderly transportation progress involves more than the solution of crises on a day-to-day basis. Tomorrow's needs also must be considered. Thus Boston can reap the full potential of improved traffic management only if it affords its traffic agency the opportunity to engage in the long-range planning that is essential in preparing to meet future needs.

The Commissioner of Traffic and Parking, as proposed, would become one of the key decision-making officials in the Mayor's cabinet. He would be appointive and serve on the Public Improvement Commission and also on the Massachusetts Transportation Commission as the city's official spokesman on the state-established coordinating body.

He also would serve on the Committee on Licenses, the Public Safety Commission, and, in general, represent the Mayor in all matters of transportation importance. Other duties are detailed in the preceding section.

Traffic control is the most visible activity of city government. If it is done well, citizens and visitors recognize it.

Done poorly, the public is even more aware of it through time loss, physical danger, frustration, and confusion.

Traffic signals are a powerful tool of efficient traffic operations. They are not primarily a safety device. They produce safer conditions as an adjunct to the orderly allocation of time and space to vehicles and pedestrians.

Boston still has the same basic signal equipment that was installed in 1928! Modern innovations using electronics, specialized computers, radar, and ultrasonic vehicle detectors have passed Boston by.

The Surveillance Section would be responsible for investigating and determining the need and functional characteristics of controls at intersections. It would also maintain constant surveillance over the operation of these controls, particularly signals, to assure that maximum service and minimum restrictions result.

Again, as in the control of parking, a more imaginative, aggressive approach to this function will pay real dividends to the street users of Boston.

The pedestrian is one of these users. His safety is, of course, of great concern (85 per cent of Boston's annual traffic fatalities are pedestrians). His fair place in the mutual use of street space is another objective. Neither of these is possible unless the pedestrian is subject to the same reasonable degree of regulation as are drivers. Lack of pedestrian regulation is another anachronism in Boston. New York, once the nationally known haven for the jaywalker, began regulating pedestrians some years ago and bettered its safety record accordingly. This is a further area where legislation can help Boston officials to do an effective job.

Good lighting is essential to effective traffic controls such as channelization. Higher intensity lighting also can help drivers to follow difficult routes. The Surveillance Section should be responsible for the effective, imaginative use of street lighting to improve traffic conditions.

Due to budget limitations, directional signing has been neglected in recent years. The street name signing program, although comprehensive, has not kept pace with the needs of heavier traffic movement. Both these programs should concentrate initially on the major and secondary arterial systems as soon as these are designated. Signing standards should be reviewed and best modern practices followed. Boston attracts business visitors from all of New England. A lost visitor is not apt to be a return visitor.

The Safety Education Program is a cooperative activity with the Boston Police Department and the Boston schools. At one time it included "fleet safety" work with city employees, but this latter activity has, properly,

been transferred to the Administrative Services Department of the city. The Traffic Department would continue to cooperate in this activity.

A good traffic safety education program pays dividends. It should be continued and stepped up. In many cities "Driver Improvement Clinics" and adult education programs for drivers and pedestrians are carried on, often with the active support of service clubs and other citizen groups.

While the above study was progressing and after its completion, two actions were taken, one by the Boston City Council, raising existing parking meter fees, and the other by the State Legislature, increasing fines and towing charges for parking violations, both of which contributed directly towards the success of our new traffic safety program. A program was initiated at the end of the year, in accordance with your instructions, to install electronic automatic signalling devices, and we are hopeful that sufficient funds will be made available and allocated during the present year and thereafter to continue this program.

In all probability a central control system will be maintained and installed in the new Government Center — possibly the new City Hall itself. The matter shall be directed to the attention of the Boston Government Center Commission at an early date in order that such system may be integrated in the future plans of the Government Center Commission in the erection and construction of the new City Hall.

### MISCELLANEOUS

A vast improvement in the effects of the alternate parking rules initiated by the Traffic Commission under the provisions of Chapter 407, Acts of 1957, was witnessed last year in snow removal operations. The cooperation of the Police Department in the enforcement of said rules has been of tremendous value in educating the public to the benefits derived by adhering to these regulations. The School and Public Works Departments have also contributed much to the success of the program through the media of newspapers, radio,



television, and the circularization of information among the pupils in the public and parochial schools.

In the March 17 parade floats of various character were entered by the various departments represented on this commission.

Civil defense I. D. cards were distributed to members of this commission by the Civil Defense Department to be displayed on the visors of automobiles in the event of a major catastrophe or emergency.

A film on the general subject of disasters was shown to the members of this commission through the courtesy of the Civil Defense Department on September 12 and was later shown at a meeting of all city department heads.

Under date of September 16, 1961, an "Operation Recovery" demonstration was staged at the East Boston Stadium under the direction of Gen. Charles W. Sweeney for the information and edification of city officials and the general public.

At the October 10 meeting held at the Boston Technical High School the commission was afforded an opportunity, through the courtesy of Superintendent Gillis, to observe firsthand the excellent facilities available for the teaching of various technical trades and the safety measures inaugurated by the School Department to protect pupils from every hazard at all times. An opportunity was also afforded members to not only observe the school lunch program but to partake of one of these lunches, which, it was agreed, could not be duplicated anywhere in the country for the quality and quantity of food served.

Under date of November 7, at the invitation of the Penal Institutions Commissioner, Joseph V. McBrine, members observed several of the various operations at the House of Correction at Deer Island and were impressed with the over-all management of the institution and the safety measures that have been introduced and instituted during the past two years.

### SUMMARY

With the addition of a new member to the commission during the past year, namely, the general manager of the MTA, we have expanded the area in which our

operations will be most effective and now have direct and immediate contacts with an agency that is most important during all types of public emergencies, catastrophes, or disasters. Although the officials of the MTA have always been cooperative when called upon, it is doubly reassuring to know that they have direct representation on this board.

As stated previously, definite progress has been made in snow removal operations through the establishment of a "Snow Coordinating Table," by stricter observation and enforcement of alternate parking rules, and through a more systematic approach by all departments and agencies involved to the problems entailed in such operations. We shall continue to improve our techniques and methods of operation as new ideas are advanced and shall apply them, whenever possible and feasible, to other types of disaster relief operations.

Being aware of the authority and responsibility vested with us by the General Court to coordinate the work of all departments of the city concerned with public safety, we are anxious and determined to fulfill our obligations to the best of our ability and to keep the public alerted at all times to all matters that may affect the public health and safety of the community.

In previous annual reports it has been suggested that the number of times this commission is required to meet might possibly be decreased through an amendment to the existing statute. However, it is the consensus at the present time that we endeavor to improve and perfect our various disaster relief programs and other operations before making any further definite recommendations to this end. Even though the necessity for meeting once a month may appear to be unnecessary, as emergency meetings may be called at any time, nevertheless conditions, both national and international, which may very well affect the health and safety of our entire community at any time, require constant and periodic examination and, until such time as conditions shall improve, the wisdom of the General Court requiring us to meet once each month should remain unquestioned and unchallenged.

We have had some interesting and enlightening experiences in the field of public safety which should equip us to continue our endeavors, in accordance with your wishes, in a manner that will not only reflect credit

upon you and your administration but which should place Boston in the forefront among the great cities of the world interested in and doing something about the health and safety of its citizenry.

Respectfully submitted,

HENRY A. SCAGNOLI,  
*Director of Administrative Services  
and Chairman of Commission*

THOMAS F. CARTY,  
*Traffic Commissioner*

DR. F. ROBERT FRECKLETON,  
*Health Commissioner*

DR. FREDERICK J. GILLIS,  
*Superintendent of Schools*

THOMAS J. GRIFFIN,  
*Fire Commissioner and Acting  
Civil Defense Director*

JAMES W. HALEY,  
*Public Works Commissioner*

THOMAS J. McLERNON,  
*General Manager, MTA*

LEO J. SULLIVAN,  
*Police Commissioner*

COL. ROBERT E. YORK,  
*Building Commissioner*

LAWRENCE W. COSTELLO,  
*Secretary*











